

FY 2001 Legislative Branch Appropriations Act H.R. 4516

Committee on Appropriations
 H.Rept. 106-635
 Submitted by Mr. Taylor on May 23, 2000

Floor Situation:

The House is scheduled to consider the FY 2001 Legislative Branch Appropriations Act June 21, 2000. On Tuesday, June 20, 2000 the Rules Committee granted a structure rule for H.R. 4516 that provides for one hour of general debate equally divided between the chairman and ranking minority member of the Appropriations Committee. The rule also waives points of order against considering authorizing legislation and legislative provisions in an appropriations act, allows the Chairman of the Whole to postpone votes and reduce voting time to five minutes on a postponed question if it follows a fifteen-minute vote, and the rule provides for one motion to recommit with or without instructions. The rule makes in order and waives all points of order against the four amendments in the Rules Committee report. These are: (1) the manager's amendment by Messers. Taylor (NC) and Pastor that adds \$95.8 million to the bill, (2) an amendment by Messers. Camp and Roemer that mandates that any money not spent for Members' representational allowances (MRAs) for FY 2001 be deposited in the U.S. Treasury for deficit or debt reduction, and (3) an amendment by Mr. Ryan that dedicates savings from amendments to appropriations bills not otherwise directed be used for debt reduction.

Further information on these amendments will be provided in a *Floor Prep* prior to its consideration on the floor.

Highlights:

H.R. 4516 appropriates \$1.9 billion in budget authority for the House of Representatives and other legislative branch operations, \$102 million less than in FY 2000. Of this amount \$79 million is mandatory spending and \$1.8 billion is discretionary spending. Specifically, the bill provides:

- (1) \$749.2 million for the House of Representatives a \$8.8 million less than the FY 2000 level);

- (2) \$89.9 million for joint functions of the House and Senate (a \$10.7 million decrease from last year); and
- (3) \$705.4 million for related agencies, such as the non-congressional work of the Library of Congress and the Government Printing Office (a \$48.7 million decrease from last year). Spending for the operation of the Senate is not part of this bill.

Background:

The Legislative Branch Appropriations bill funds House and certain Senate operations as well as various joint support services and federal agencies—such as the Library of Congress—that are associated with the legislative branch. Because of the separation of powers, these appropriations are forwarded and approved in a somewhat different manner than funding for executive departments and agencies. The budget for the legislative branch is divided into two titles. Title I contains funding for Congressional operations which includes funding for:

- (1) the House of Representatives;
- (2) joint items between the House and Senate, such as the Capitol Police, the Capitol power plant, and joint committees;)
- (3) the Office of Compliance;
- (4) the Congressional Budget Office;
- (5) the Architect of the Capitol, congressional support items only;
- (6) the Congressional Research division of the Library of Congress; and
- (7) the Government Printing Office, for congressional printing and binding.

Title II funds several agencies related to the Legislative Branch, which include the Architect of the Capitol and the Government Accounting Office.

The president submitted his budget for the Legislative Branch on February 7, 2000. His budget asked for \$2.69 billion, and was later revised to \$2.71 billion. Although the president's budget request includes figures for the legislative branch, these numbers do not reflect his own policies. Rather, congressional offices and related agencies submit their own budget requests to the president, who must, by law, transmit it to Congress unchanged. Out of deference, the House and the Senate traditionally do not legislate on funding for those operations exclusive to the other body. Any disputes over joint operations or related agencies are resolved in conference.

Sticking Points: Several issues may become the subject of debate during floor consideration, including the following:

* **Funding Levels.** H.R. 4516, as reported, significantly reduces funding for a number of agencies including, the Congressional Research Service, General Accounting Office, Government Printing Office, the Architect of the Capitol, the Capitol Police, and the House of Representatives. These cuts would result in hundreds of layoffs, eliminating Cost of Living Adjustments (COLAs) and prevent agencies with aging workforces from replacing key staff members.

Provisions:

FY 2001 Legislative Branch Appropriations

Appropriation Account	FY 2000 Level	President's Request*	FY 2001 Level	% Change from Last Year	% Change from Request
	(in millions)		(in millions)		
Title I--Congressional Operations					
House of Representatives	\$758.0	\$800.7	\$749.2	-1.2%	-6.4%
Joint Items	\$100.6	\$133.1	\$90.0	-10.6%	-32.4%
Office of Compliance	\$2.0	\$2.1	\$1.8	-8.8%	-13.3%
Congressional Budget Office	\$26.1	\$28.5	\$25.1	-3.9%	-11.9%
Architect of the Capitol	\$138.4	\$160.3	\$114.8	-17.1%	-28.4%
Congressional Research Service (CRS)	\$71.0	\$75.6	\$66.2	-6.7%	-12.5%
Government Printing Office (Congressional Binding and Printing)	\$73.3	\$80.8	\$65.5	-10.7%	-19.0%
Subtotal--Title I	\$1,169.4	\$1,281.1	\$1,112.5	-4.9%	-13.2%
Title II--Other Agencies					
Botanic Garden	\$3.4	\$4.9	\$3.2	-6.5%	-34.6%
Library of Congress (Except CRS)	\$323.4	\$352.4	\$323.9	+0.2%	-8.1%
Architect of the Capitol (Library Buildings and Grounds)	\$19.9	\$20.3	\$15.1	-23.8%	-25.4%
Government Printing Office (except Congressional Binding and Printing)	\$29.9	\$34.5	\$11.6	-61.1%	-66.3%
GPO Revolving Fund		\$6.0			
General Accounting Office	\$377.6	\$399.9	\$351.5	-6.9%	-12.1%
Subtotal--Title II	\$754.1	\$818.0	\$705.4	-6.5%	-13.8%
Mandatory Spending	\$77.0	\$79.0	\$79.0	+2.6%	0.0%
TOTALS	\$2,000.5	\$2,178.2	\$1,896.9	-5.2%	-12.9%

Source: House Appropriations Committee

*Legislative branch agencies submit their budget requests to the president, and by law he must transmit them, unchanged, to Congress in his annual budget. That is, "President's Request" numbers are not derived by the president but are requested by congressional offices and related agencies themselves.

Currently the measure reported by the Appropriations Committee on May 9, 2000, provides for \$1.9 billion in budget authority, \$102 million less than FY 2000, a 5.5 percent reduction. If the managers' amendment made in order by the Rules Committee is agreed to the bill will be modified to add \$95.8 million dollars among various agencies. The modified bill has a total of \$1.99 billion dollars in budget authority, with \$79 million in mandatory spending and \$1.91 billion in discretionary spending. The discretionary spending level is \$7.96 less than FY 2000 and \$185.45 million less than the president's

request.

The new total will include (1) \$769.55 million for the House of Representatives, (\$11.5 million more than the FY 2000 level and \$20.3 million more than the bill reported by the committee), (2) \$112.6 million for joint functions of the House and Senate (\$12 million more than last year), including \$98.97 million for the Capitol Police Board (\$14.06 million more than last year); and (3) \$737.5 million for related agencies, such as the non-congressional work of the Library of Congress and the Government Printing Office (a \$16.61 million decrease from last year). For more details on the managers' amendment please see the *Floor Prep* for June 21, 2000.

FY 2001 Legislative Branch Appropriations With Managers' Amendment					
Appropriation Account	FY 2000 Level	President's Request*	FY 2001** Level	% Change from Last Year	% Change from Request
	(in millions)		(in millions)		
Title I--Congressional Operations					
House of Representatives	\$758.0	\$800.7	\$769.6	+1.5%	-3.9%
Joint Items	\$100.6	\$133.1	\$112.8	+12.1%	-15.3%
Office of Compliance	\$2.0	\$2.1	\$1.8	-8.8%	-13.3%
Congressional Budget Office	\$26.1	\$28.5	\$27.4	+4.9%	-3.8%
Architect of the Capitol	\$138.4	\$160.3	\$121.4	-12.3%	-24.3%
Congressional Research Service (CRS)	\$71.0	\$75.6	\$73.8	+4.0%	-2.4%
Government Printing Office (Congressional Binding and Printing)	\$73.3	\$80.8	\$69.6	-5.0%	-13.8%
Subtotal--Title I	\$1,169.4	\$1,281.1	\$1,176.3	+0.6%	-8.2%
Title II--Other Agencies					
Botanic Garden	\$3.4	\$4.9	\$3.2	-6.5%	-34.6%
Library of Congress (Except CRS)	\$323.4	\$352.4	\$323.9	+0.2%	-8.1%
Architect of the Capitol (Library Buildings and Grounds)	\$19.9	\$20.3	\$15.8	-20.2%	-21.9%
Government Printing Office (except Congressional Binding and Printing)	\$29.9	\$34.5	\$25.7	-14.1%	-25.5%
GPO Revolving Fund		\$6.0			
General Accounting Office	\$377.6	\$399.9	\$368.9	-2.3%	-7.8%
Subtotal--Title II	\$754.1	\$818.0	\$737.5	-2.2%	-9.8%
Mandatory Spending	\$77.0	\$79.0	\$79.0	+2.6%	0.0%
TOTALS	\$2,000.5	\$2,178.2	\$1,992.8	-0.4%	-8.5%
Source: House Appropriations Committee					
*Legislative branch agencies submit their budget requests to the president, and by law he must transmit them, unchanged, to Congress in his annual budget. That is, "President's Request" numbers are not derived by the president but are requested by congressional offices and related agencies themselves.					
**These numbers include a manager's amendment that adds \$95.8 million to the bill.					

The measure currently includes:

—Title I - Congressional Operations —

The bill appropriates \$1.11 billion for congressional operations. This is \$56.84 million less than in FY 2000 and 168.63 million less than the president's request.

House of Representatives

H.R. 4516 appropriates \$749.2 million for operations of the House for FY 2001, \$8.78 million less than in FY 2000. This money funds House leadership offices, member's allowances, committee salaries and expenses, salaries for House officers and employees, the House day care center, and other general expenses. This amount does not include funds for either the costs associated with the transition to the 107th Congress or cost of living increases for House staff members. Some estimates predict that this will result in the loss of over 300 staff positions in the House.

House Leadership Offices. The bill provides \$13.99 million for House leadership offices, \$62,000 less than last year. This funding also provides development training for employees of the minority and majority parties.

Members' Representational Allowances. H.R. 4516 appropriates \$400.5 million for members' allowances, \$5.75 million less than in FY 2000 and \$22.37 million less than the president's request. This account includes estimated allowances of \$285.2 million for clerk hire salaries, \$100.59 million for office expenses, and \$14.7 million for official mail. Each member has an overall consolidated allowance from which staff salaries, office expenses, and mail costs are drawn. This gives members more flexibility to distribute funds among different functions according to their own priorities and make it easier for them to show savings achieved when they do not spend their full allowances.

Historically, the Appropriations Committee included a provision in the Legislative Branch bill that would prevent the transfer of the unused portion of Member's Requisition Accounts (MRA's) for use by other House accounts. This year, because of the reduction in MRA funding, this provision was not included in this year's appropriation bill so that, if necessary, surplus MRA funds can be transferred to areas where funding reductions cannot be sustained.

House Committees. The measure allocates \$110.13 million for salaries and expenses of the House's 19 standing committees and one permanent select committee—\$4.8 million less than in FY 2000 and \$11.6 million less than the president's request.

House Officers and General Employees. H.R. 4516 provides \$86.37 million for the salaries and expenses of the officers and general employees of the House, \$3.78 million less than in FY 2000 and \$12.18 million less than the president's request.

Allowances and Expenses. The bill appropriates \$138.19 million to the House's allowances and expenses account, \$5.66 million more than the FY 2000 level and \$4.63 million less than the president's request. Over 98 percent of this funding pays for the employer share of retirement, health care, and unemployment compensation for House employees. The remaining funds finance the purchase of

supplies and materials; administrative costs; federal tort claims; official mail for committees, leadership, and administrative offices; and other miscellaneous items.

Joint Items

H.R. 4516 provides \$89.98 million for various joint committees and activities shared with the Senate, \$10.65 million less than in FY 2000 and \$43.1 million less than the president's request.

Joint Economic Committee (JEC). The measure allocates \$3.07 million for the JEC, \$128,000 less than in FY 2000 and \$243,000 less than the President's request. The JEC reviews economic conditions and recommends to Congress improvements in economic policy.

Joint Committee on Taxation (JCT). The bill appropriates \$6.17 million for the JCT, \$257,000 more than in FY 2000 and \$573,000 less than the president's request. JCT is responsible for investigating the operations and effects of the federal Internal Revenue Service, investigating methods for simplifying the tax code, and reporting to the Senate Finance Committee and the House Ways & Means Committee on tax measures.

Office of the Attending Physician. The bill allocates \$1.835 million for the Office of the Attending Physician—\$56,000 more than in FY 2000—for medical supplies, equipment, expenses, and allowances of Navy personnel detailed to the Office of the Attending Physician—the same as the President's request.

Capitol Police Board. The measure appropriates \$76.67 million—\$8.24 million less than the FY 2000 level and \$42.1 million less than the president's request—for expenses and personnel for the Capitol police (which include both House and Senate payrolls). The Capitol Police Board estimates that this 12 percent reduction in its budget will reduce the current force by 438 positions.

Capitol Guide Service and Special Services Office. H.R. 4516 appropriates \$2.2 million—\$92,000 less than last year and \$170,000 less than the president's request—for the operation of the Capitol Guide Service and Special Services. The Capitol Guide Service assists the millions of visitors to the Capitol each year, and the Special Services Office assists official visitors and those who require special assistance because of physical disabilities.

Statements of Appropriations. The measure allocates \$29,000 for preparing the statements of appropriations for the first session of the 106th Congress, compiled jointly by the House and Senate Committees on Appropriations.

Office of Compliance

The bill appropriates \$1.81 million, \$176,000 less than in FY 2000 and \$279,000 less than the president's request, for salaries and expenses of the Office of Compliance, which oversees the enforcement of the congressional accountability laws. The budget reduction reflects a diminished workload at the office since it has completed startup activity required under the Congressional Accountability Act.

Congressional Budget Office (CBO)

H.R. 4516 appropriates \$25.1 million for CBO, \$1.02 million less than in FY 2000 and \$3.39 million less than the president's request. The 1974 Budget Act (as amended) requires CBO to (1) provide budget scorekeeping by maintaining current accounts of congressional revenue and spending actions; (2) prepare five-year cost estimates for bills reported by authorizing committees; (3) supply information on tax expenditures and revenues; (4) report annual projections of new budget authority, outlays, and revenues for the coming five fiscal years; (5) prepare three advisory sequestration reports annually; and (6) respond to requests from congressional committees for economic and budgetary information and analyses. The Unfunded Mandate Reform Act (*P.L. 104-4*) also charges CBO with estimating the costs to state and local governments, as well as the private sector, of complying with federal legislation. The CBO estimates that this funding level will require it to reduce its workforce by 14 percent, or 31 positions.

Architect of the Capitol

The measure appropriates a total of \$114.75 million—\$23.62 million less than in FY 2000 and \$45.55 million less than the president's request—for the Architect of the Capitol. The architect performs various operational and maintenance activities that are directly related to the operation of Congress.

Of this amount, the measure provides (1) \$41.95 million to operate and maintain the Capitol building, \$11.74 million less than in FY 2000, and 18.09 million less than the president's request; (2) \$4.56 million for the care and improvement of the grounds surrounding the Capitol and the House and Senate office buildings, \$849,000 less than in FY 2000, and 1.56 million less than the president's request; (3) \$29.68 million for the operation of the House office buildings, \$11.66 million less than in FY 2000, and 23.58 million less than the president's request; and (4) \$42.95 million for operating the Capitol power plant, \$1.06 million more than in FY 2000, and 2.31 million less than the president's request. The Architect's office estimates that these reductions will cut its budget by almost 18 percent and result in the loss of 156 positions.

Library of Congress

Congressional Research Service (CRS). The bill provides \$66.2 million for CRS functions of the Library of Congress, \$4.78 million less than in FY 2000, and 9.4 million less than the president's request. The CRS division of the Library of Congress is funded under the congressional operations title. CRS provides research and reference services to members' offices and committees. CRS estimates that these reductions will result in the reduction of 114 personnel, and prevent any attempts to find replacements for its aging research staff. Approximately half of all CRS staff will be eligible to retire by 2006. The budget request includes funds to continue into its third year of the CRS staff succession program and replace staff lost in the FY 2000 rescission.

Government Printing Office (GPO), Congressional Printing and Binding

H.R. 4516 provides \$65.46 million to print and bind congressional documents (part of the congressional operations account), \$7.84 million less than in FY 2000 and \$15.34 million less than the president's request. The GPO prints the *Congressional Record*, committee reports, bills, resolutions and amendments; records of hearings, and other documents for Congress.

—Title II - Other Agencies —

The measure allocates \$705.39 million for other agencies associated with the legislative branch, \$48.72 million less than in FY 2000 and \$112.6 million less than the president's request.

Botanic Garden

H.R. 4516 appropriates \$3.22 million for the salaries and expenses of the Botanic Garden, \$222,000 less than last year and \$1.7 million less than the president's request.

Library of Congress (except CRS)

The measure appropriates \$323.9 million for the Library of Congress (excluding CRS), \$523,000 more than last year and \$28.54 million less than the president's request. Specific accounts include: (1) \$263 million plus 6.85 million in offsetting receipts for salaries and expenses, \$4 million more than in FY 2000, and \$22 million below the president's request; (2) \$6.99 million for the copyright office, a \$4.2 million decrease from the current year; (3) \$48.5 million for books for the blind and physically handicapped, a \$705,000 increase; and (4) \$5.39 million for furniture and furnishings, identical to the amount appropriated last year.

Architect of the Capitol, Library of Congress Buildings and Grounds

The bill provides \$15.13 million to the Architect of the Capitol to care for and maintain the Library's building and grounds, \$4.7 million less than in FY 2000 and \$5.15 million less than the president's request.

Government Printing Office (GPO), Superintendent of Documents

H.R. 4516 provides \$11.6 million for the non-congressional printing activities of the Office of the Superintendent of Documents, \$18.27 million less than last year and \$22.8 million less than the president's request. The Office of the Superintendent of Documents funds the salaries and expenses of GPO, which is responsible for distributing, cataloging, and indexing government publications. The total GPO budget, including both Title I and Title II provisions will be reduced by 25.3 percent and reduce GPO staff by over 385 employees.

General Accounting Office (GAO)

The bill appropriates \$351.53 million for salaries and expenses of GAO, \$26.03 less than in FY 2000 and \$48.39 million less than the president's request. The direct appropriations for the GAO contains \$3 million in offsetting collections derived from reimbursements for conducting financial audits of government corporations. The GAO estimates that this 6.9 percent reduction in its budget would result in almost 700 employees being lost. Since 1992 the GAO has been under a hiring freeze and is facing staffing problems due to the fact that at the end of FY 2004, 34 percent of the GAO evaluators, 48 percent of its management evaluators, and 55 percent of its senior executives will be eligible for retirement.

Costs/Committee Action:

A CBO cost estimate was unavailable at press time.

The Appropriations Committee reported the bill reported by voice vote on May 9, 2000.

Other Information:

“Appropriations for FY 2000: Legislative Branch,” *CRS Report RL30512*, May 5, 2000; “Layoffs, Cuts Coming to Hill,” *The Hill*, May 4, 2000.



Greg Mesack, 226-2305

Eric Hultman: *Managing Editor*
Brendan Shields: *Senior Legislative Analyst*

Courtney Haller, Jennifer Lord
& Greg Mesack: *Legislative Analysts*



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